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The ADMINISTRATIVE BULLETIN



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U.S. DEPARTMENT OF AGRICULTURE

THE ADMINISTRATIVE BULLETIN

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THE ADMINISTRATIVE BULLETIN,
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Washington, D. C.

Training On the National Forests

By

P. Keplinger,
Forest Service.

When the farmer hires a new "hand" he proceeds to "break him in"--teach him the way he wants things done. Likewise the Forester, who manages the Government's big forest farm, must break in--train--the new recruits in forestry. The forests belong to the people. The people demand good service. Good service demands a trained personnel--trained in the art of public service as well as in the manual and physical requirements of the job.

The employee coming into the Forest Service from either school or industrial work must first readjust his point of view. He must learn to realize that the people whom he serves are the owners of the business; that while their rights and wishes must be respected, all must be treated alike; that the purpose of the business is not profit but the "greatest good to the greatest number"; that such service demands that he know and respect the user's needs and point of view. The effect on the individual of intensive training for service with a strictly public benefit objective is very marked, sometimes approaching a reforming of basic attitudes toward life and work.

The Forest personnel is recruited very largely from the forestry schools. In school the men have learned the basic sciences on which forestry depends as well as the technique of forest and range management. The Forest training program begins where the schools leave off. It teaches the application of the principles learned in school to the particular problem on the forest. It teaches the need for uniformities of standard and how to plan, direct, and get done the day-to-day jobs that make up the business routine of a forest.

The smallest administrative unit of a forest is the ranger district. Before a ranger is given charge of such a unit, good public service demands that he be given careful training. This training is effected in a number of ways. Sometimes group training is resorted to. A number of new recruits are brought together on a ranger district and given intensive instruction in the work of a ranger. In addition, they learn something of the organization, its policies, ideals, and objectives. They learn also that to furnish a uniform service of high quality there must be standards of quality, uniform methods of procedure, and uniform instruction. They learn not only to do the job, they learn why it is done as it is and just how it contributes toward objectives. In addition, they learn how to find and use the written instructions furnished by the Secretary of Agriculture for their guidance.

After this group training, and sometimes without it, the prospective ranger is assigned as assistant ranger for further training and experience in district administration. Here he is trained "on the job" by a ranger who knows the job and knows also something of training methods. In a general way the six formal steps are followed: Analysis, demonstration, explanation, trial,

Development of
New Point of
View is First
Step

Basic Training
Leading to District
Rangers' Positions

Serves as
Assistant
on Job

correction, follow-up. While more difficult of application to human contact jobs than to physical jobs, the same principles apply.

In fact, the most difficult jobs a ranger has to learn are those involving other people. The ranger district is the smallest operating unit of the National Forests. The ranger deals direct with the public; he sells such products as are for sale and makes available such as are free. He plans and directs the construction of improvements, and supervises the "guards" used in fire protection.

Fire Protection
and Training
Problems Involved

In some regions fire danger is exceedingly great and guard training constitutes the greatest training effort. Each year the Forest Service employs about 3,000 guards and a somewhat larger number of laborers who work under the direction of the forest rangers. Since this is temporary employment, the turnover is very high. Some guards, however, come back year after year. The new men, possibly 2,000 to 3,000, must be trained in every phase of the forest fire work. First, they must learn something of the organization of which they are a part and the relation of their part or function to the machine as a whole. They must learn something of the "fire plan". A part of them, the "lookouts", learn "detection": how to discover, report, and record any fire that may occur within their territory. Another group, the "firemen", must be taught how to go to, find and put out such fires as are reported. Learning how to go for miles into a wild country, find a small fire, which is not easily seen, and then put it out, alone and without water, is not as simple as it may sound. Then too, the fireman must be taught what equipment to take and how to care for it as well as use it.

Sometimes, however, the small fire becomes large. For such a contingency a different form of training is necessary. This requires that a guard be trained in the technique of suppressing large fires and in the more difficult technique of directing and supervising untrained laborers in fire fighting. In such emergencies the forest guards must serve as the basis for a greatly expanded organization. The ranger with the help of the guards must at times organize, equip, transport, supply, and supervise a hundred or several hundred men in a wild country, possibly without roads and with the work extending over a large area.

So far only the temporary protection force and the beginning ranger has been discussed. But training does not stop there. The entire forest organization from the bottom to the top, is receiving some form of systematic training. Such training has primarily three distinct objectives: first, more efficient work--which means better public service--in the position or job to which each man is assigned; second, preparation for the job ahead--for greater responsibility; and third, "background" training, for attaining a broader viewpoint that will enable the entire organization to move ahead. For the attainment of these objectives a number of methods are in use such as training on the job, conferences, training camps, correspondence courses and training assignments.

Three Major
Objectives
in Training

The training camps are not fixed schools with standard curricula. Each camp is planned to meet some current administrative need and the method of instruction is that best suited to the problem; frequently it is the actual

Training Camps
Are Variable
in Nature

doing of jobs or the testing of new methods. One year the objective may be a study of the organization, plans and methods best suited to caring for the thousands of tourist visitors to the forests and the next year the management of game. However, some camp programs have been repeated a number of times or until all men who needed the training had had an opportunity to attend.

The correspondence courses cover a wide range of subjects, but always the subject is treated from the peculiar needs and point of view of the forest employee. Each course has as its objective some definite betterment of the organization rather than the education of individuals. Yet some courses are educational and in some cases men who have returned to school have received advance credits for work done in them. Courses have been given in such subjects as forest mensuration, silviculture, range management, range ecology, forest entomology, and others depending on the need. These courses differ from courses of the same name given in schools in that they are centered around the job rather than the science.

Correspondence
Courses

The above courses are primarily for rangers. For the supervisor we have developed a different type of course. His problems are primarily those of an executive. He deals with men. He must know costs, incentives, organization, theory, and job analysis techniques. He should know not only the current practice in his own organization, but also what is being taught in the schools and what are the latest developments in progressive industrial organizations, for management is now recognized as a science and no manager can keep up with its progress without study.

Training for
Executive
Positions

To meet this objective we have attempted through correspondence, an adaptation of the case and conference methods supplemented by reading from industrial literature. We first studied cost accounting and the use of costs by the executive in administrative control. We studied not only the theory of the thing but discussed its application to the specific problems of the Supervisor, using actual cases frequently as a basis. This course resulted in a revision of our cost accounting system making it of greater current value to the supervisor.

Cost
Accounting

Following this we studied executive management, personnel management, and the principles of organization, giving a winter to each. The method has been to take some subject such as "incentives", "the probation period", or "training on the job", write it up as a lesson, relating it to our own work and giving references to discussions in current industrial literature. The supervisor then, drawing on his own experience, discusses the application of the principles and methods advanced to his own job. A representative number of these discussions are then published for circulation. In this manner we attempt to keep our administrative methods in line with the most advanced practice of modern industry.

Personnel
Management

But just learning from others is not enough, and a discussion will not always determine the best practice. Experiments and investigations are necessary. So this year we have been studying the application of research to administration. For references we have used such things as Dr. Hirshfeld's article on "Research in Industry" published in Mechanical Engineering for July 1931, Dr. Donald's article in the Harvard Business Review on "Management Research Methods and Qualifications", a paper by Professor Yorkum on "The Present Status of Management Research", and many others. This study has been the most interesting of all but it is yet too soon to measure results.

Industrial
Literature Used

Such, briefly, is the training program of the Forest Service. Its objective, better service, is clear and well understood. Its methods are in a formative state. It has no training traditions or old habits to unlearn. It is on the lookout for new ideas and better methods, knowing that better methods mean a better personnel and in turn better service to the forest owners, the public.

----PBA----

TRAINING IN THE PUBLIC SERVICE

Two recent developments in the way of training those in the public service are worth brief comment.

In British Columbia, young men employed in clerical positions are expected to prepare themselves by serving in various departments for not to exceed a year and also, as far as circumstances permit, in various parts of the province. Willingness to work in different departments and localities during this training period is a condition of employment.

In Los Angeles, some hundreds of officers and employees in the public service are attending late afternoon and evening courses given by the University of Southern California in quarters rented in the City Hall. In addition, each spring for the last three years a short course lasting a week has been attended by 400 to 700 persons; the object has not been merely interchange of experiences and inspiration, but instead solid instruction. Most of those in attendance are paid during the week they are away from their duties, and a number of those from outside Los Angeles are, in addition, allowed expenses.

Whether these methods of training those in the public service will succeed over a period of years and be generally copied remains to be seen. They certainly challenge the attention of all interested in improving public administration.

Waste Elimination--the Problem

For waste elimination there are four essentials: mental attitude, knowledge and facts, waste consciousness and action. Material waste elimination assists both management and men to be thrifty and orderly and to take good care of property and material. These practices repeatedly followed soon become deeply grooved habits easy to keep and hard to break. Such habits reflect themselves in greater interest and pride in workmanship and in quality of product. The benefits, therefore, are accumulative and spread far beyond their original purpose.

By: V. M. Palmer,
Proceedings Nat'l. Mgt. Congress.

Some Aspects of Classification, With Particular Reference To Professional and Scientific Positions

By

William H. McReynolds,
Director of Classification.

The classification plan for positions in the Federal Service includes a major grouping called the Professional and Scientific Service, containing somewhat over 5,000 positions, allocated in nine grades or zones of difficulty and responsibility, with salaries ranging from \$2,000 to \$9,000 and above.

In view of the variety and scope of professional and technical positions, it is clear that without certain principles of classification to guide us in evaluating and interpreting the facts about individual positions as they are presented to us from day to day, we could not even closely approach the goal of allocating these positions uniformly in the various grades.

The basic principle of the classification act seems very simple. It is that all positions are to be classified or allocated on the basis of the importance and difficulty of their duties and responsibilities. Yet there is a corollary to this that is occasionally misunderstood, even today. That corollary has to do with the relationship of the qualifications of the present incumbent of a position to the allocation of that position. Confusion on this score always arises when a grade allocation is

Basic Principle of Classification Act Sometimes Misunderstood

thought of, not as an appraisal of the position occupied by an employee, but as an appraisal of the employee himself. It is easy to see why some professional and scientific workers might accept this as the orthodox idea, because of the emphasis placed by scientific individuals and societies upon the qualifications, standing, and accomplishment of the individual, the actual position occupied being regarded as merely one item of evidence pointing toward the achievements of the employee. Following the same line of thought, it would be natural, then, to think that the purpose of an allocation is to recognize the employee's achievements over a long period of years and his present standing in his profession, without analyzing closely the tasks or the responsibilities of the employee in the Government service at the time the allocation is being considered. The emphasis, however, should be in the other direction. The allocation is a recognition of the current tasks and responsibilities of the employee, and if it has so happened that these tasks and responsibilities have been assigned to him or have gradually developed because of his professional standing and ability, then in a certain sense it recognizes him also; but the allocation is an appraisal of the position, not of the employee. We

Classification of Position is Aim of Classifi- cation Act

sometimes speak in everyday parlance of a P-5 chemist, or a P-6 engineer, but what we mean is that here is a chemist who is occupying a P-5 position or an engineer who has a position of P-6 level. As a matter of fact, it is readily conceivable that a chemist who has P-5 qualifications may be assigned to a P-3 position, because, for instance, no other assignment is available. He would then be a P-5 chemist on a P-3 position, and would consequently receive a salary within the P-3 range. Considering the matter broadly, two things have to coincide in order for an employee to receive a

salary within the range of a particular grade. First, (this is the item which is occasionally lost sight of) he must be assigned to work of that grade; and second, he must possess at least the minimum qualifications for that grade. Obviously a college graduate assigned to simple clerical work would not receive a P-1 salary. This illustrates the familiar statement that the Classification Act provides for a classification of positions and not for a classification of the employees occupying them.

In order to appreciate the significance of this statement, it is necessary to realize that in personnel administration--not only in the Government service, but generally--a sharp distinction is made between a position and an employee. A position is composed of one or more tasks or assignments that are to be performed by a single individual. It comes into existence through the action, authorization, or permission of the head of the department or establishment in which it is located. It may be occupied or vacant. It is characterized by its duties and responsibilities, and so long as these criteria remain the same, the position remains the same regardless of the fact that it may be occupied by different employees at different times. A position often exists before it is occupied by any one and it does not necessarily cease to exist when its incumbent is separated from it. When its duties and responsibilities materially change, regardless of the cause of that change, it is a different position, calling perhaps for a different classification or allocation. Such a change may take place because of a division or merger of two or more positions, or because of a gradual development of the position caused by the growth of the employee himself. In this last situation the change generally takes place so imperceptibly that it is necessary to emphasize that the former position has been transformed into another one of different characteristics, the former one usually, but not necessarily, being regarded as having disappeared.

One of the considerations aiding in the classification of a position is the qualifications required of any incumbent for the performance of the duties and the discharge of the responsibilities involved. This is an inference drawn abstractly from the information as to the duties and responsibilities and is one method of indicating how difficult or complex those duties and responsibilities are. Simple duties require little training and experience. Difficult duties require longer training and experience and demonstration of definite attainments. Statements of minimum qualifications to be required of any future incumbent of a given class of positions are particularly enlightening in considering the allocation of newly-created positions or vacancies. Their value lies in the fact that they have a generic significance, not a significance dependent solely on the qualifications of one person.

It is according to these principles that a position and its incumbent are regarded as separate and distinct for classification purposes, although at the same time it is recognized that one may have a strong influence on the other. In that part of the administrative organization of the Government which deals with central personnel management, there is a separation of function and authority along these same lines. It is the department and the Civil Service Commission that have the authority to appraise

Distinction
between pos-
ition and
employee

Position and
Incumbent Sep-
arate Factors

the employee and to designate him as eligible for a position of a particular grade. In a certain sense such action would be a classification of the employee and not of the position. With that decision the Board has nothing to do. It is its authority to appraise the position. Its jurisdiction is to see whether the position in question is composed of tasks or assignments of the requisite importance, difficulty, and responsibility to characterize it as properly belonging in the grade recommended by the department; if so, the Board approves that grade; if not, the Board determines the grade which in its judgment is the correct one.

This leads me to another phase of classification that holds considerable interest for the professional and scientific group. That is the relationship between the allocation of administrative or operating positions and the allocation of research positions.

<u>Relationship</u> <u>Between Admin-</u> <u>istrative and</u> <u>Research Positions</u>	In view of the direct benefits of research to progress in the industrial and agricultural arts, it is, of course, true that national governments, in this country and elsewhere, recognize the advantages of research as a public function and encourage and foster it through appropriations from the public treasury. So we find, in the structure of our own Government, positions having the conduct of research as their main objective. These range from the junior positions with responsibility only for certain routine tests or determinations to the positions having as their main characteristic the rendering of service of unquestioned authoritative in a given branch of science and the maintenance of the Government's prestige in that branch.
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As between pure and applied science and as among the various branches of science, no distinctions were manifested in the definition of the grades in the Classification Act. There was no indication that Congress intended to discriminate, for example, between work having as its immediate result the direct alleviation of human disease and suffering and work the immediate result of which might be for the time being only an extension of the boundaries of knowledge. As a matter of fact it would have been unwise, even if it had been practicable, for Congress to have attempted such a distinction, for the history of science is replete with instances, where research for knowledge for its own sake has paved the way for outstanding benefits to the people.

As between research and administration, however, the original Classification Act of 1923 drew specific parallels in the fourth and fifth grades of the Professional and Scientific Service, which consisted of but seven grades at that time. These parallels indicated clearly that up to and including the P-5 grade, which then carried a salary range of \$5200 to \$6000, individual scientific research was intended to go hand in hand with administration of professional and scientific organizations. After that, the Classification Act indicated, administration was to proceed alone except for the company of exceptional consultation service to the head of a department. Accordingly, during the first few years of classification administration, P-5 was generally regarded as the ceiling for individual research. The Board made a few, but relatively very few, allocations of individual research positions to grades higher than the old P-5.

Under the Welch Act, in 1928, an extra grade was added to the professional levels within the Board's allocating authority, and under the operation of that Act there was to a certain extent a reappraisal of positions from P-4 onward, with an upward shifting of values. These changes in the upper levels has as one of their specific effects the liberalizing of standards of allocation for research positions. Since that time, P-7, carrying a salary range of \$6500 to \$7500, has been generally regarded as available for the allocation of research positions that are sufficiently unique and outstanding from a national or international standpoint to warrant special recognition. This, I may add, is the foundation for the language used by the Board in defining grade P-7 in the classification bill recommended last year to Congress as a result of the field survey. The terms of the definition of P-7 in this bill specifically place on a parity the three functions of research, practice, and administration in professional, scientific or technical work.

-----PBA-----

The installation of labor saving devices in offices, the various types that are available and the uses to which they can be applied is discussed in a new book entitled "Business Machines", by Perley Morse. The author may have missed a machine or two, but from the numerous types covered by this book this is hard to imagine. The benefits to be derived from their use are also set out in an intelligent and convincing manner.

-----PBA-----

Human engineering, the placing and developing of an individual on the job, is set up as an interesting and vital problem to all personnel managers in "Born That Way", by Johnson O'Connor. The responsibility of selecting personnel for an organization rests on the employment department and the author sets out practical means of selecting the proper man for a job and of developing him after appointment.

-----PBA-----

The effect that emotionally maladjusted individuals have on industry today and some of the causes and cures for various types of maladjustments are discussed frankly and effectively in Fisher and Hanna's recent book "The Dissatisfied Worker". Every personnel manager is confronted with individuals presenting personnel problems in various forms and he should receive valuable aid for their solution in this book.

-----PBA-----

The basic administrative principles of business administration are analyzed and discussed in "The Scientific Foundation of Business Administration" by Henry C. Metcalf. The author has utilized the opinions of various experts in developing his points and we find the discussions from the psychological, economic, biological and philosophical standpoint combined with practical plans for a business structure. The various opinions and ideas should be of value to administrators who are striving to achieve a more scientific approach to their problems.

-----PBA-----

Agreements For Gratuitous Quarters and Sites

By

G. M. Richards,
Weather Bureau.

For many years the Weather Bureau has been securing, free of cost, roof, ground, and bridge sites for the installation and maintenance of storm-warning towers, river gages, and other instrumental equipment located, where practicable, on property of the Federal Government but, in many other cases, on land and structures of municipalities and private parties. The basis of obtaining such facilities without expense has been the value of the meteorological service rendered locally to the lessor and the community. When, under the provisions of the Air Commerce Act of 1926, the establishment of numerous minor substations became necessary in the building up of the aerological service along the established airways of the country, the principle that office quarters as well as sites for the location of Weather Bureau instrumental equipment should be furnished free of cost to the Government was extended to this project as part of the permanent policy of the Bureau.

Experience has shown the necessity of executing written agreements in all procurements of facilities of this kind, not only to eliminate any question of violation of the provisions of the Act of May 1, 1884, concerning acceptance of voluntary services, but also to insure against claims for payment. A claim of this sort was made in one instance notwithstanding the fact that the correspondence in connection with the procurement of the quarters clearly indicated the intention, at the time, of both the Bureau and the owner that the facilities were to be furnished free of charge. But the execution of an agreement, unfortunately, had been neglected.

Written
Agreements
Necessary

It has been found advantageous to issue a circular outlining the necessary action to be taken by the field personnel in the procurement of office quarters and sites for instrumental equipment and also setting forth the detailed information necessary for the proper preparation of written agreements. One paragraph of this circular, which is given wide distribution in the field, reads as follows:

"Even though offered gratuitously, the Weather Bureau is not permitted to accept quarters, or space on roof or ground, when privately-controlled, unless a written agreement is entered into between the owner and the Government."

The Bureau has also drawn up and had printed a form of gratuitous agreement, approved by the Solicitor, which clearly sets forth the necessary legal consideration in lieu of the usual monetary consideration of one dollar that was used some years ago but found to be unsatisfactory because, in addition to being entirely inadequate as just compensation, caused an amount of paper work to effect payment incommensurate with the result. The consideration used in the Bureau's aerological agreement reads as follows:

Gratuitous
Agreement

"...upon condition that the party of the second part shall establish and maintain upon said premises during said period

an aerological station of the Weather Bureau of the United States Department of Agriculture for the safety and aid of aviation and otherwise for the benefit of the people of the United States and of the party of the first part."

Gratuitous agreements are made for periods of 10 years but provide for termination by either party upon 60 days written notice in advance. A sample of the form can be furnished to any Service of the Department which may be interested.

-----PRA-----

CENTRAL SUPPLY SECTION

Upon several occasions in recent years the Department has been called upon to effect large temporary organizations in both Washington and the field, and in practically all cases actual emergencies have existed necessitating the utmost possible speed in providing necessary personnel, equipment and supplies. At such times the centralized departmental agencies have been able to render invaluable service; this has been particularly true in the case of the Central Supply Section. Considerable stocks of supplies in common use are maintained by this organization and it has been possible to furnish and ship huge quantities of supplies and forms. Occasionally the unusually heavy demands have depleted the department's stock to an extent that has resulted in some temporary embarrassment to other organizations regularly served from this stock, but the advantages accruing to the Department as a whole because of the ability to furnish the materials needed has more than offset the slight hindrance caused by the unusual movement of material.

The striking value of such service is now being exemplified in the handling of material for the new organization charged with making crop loans for the year 1932. The Act creating this organization was approved January 22, 1932, and shortly afterward the funds to be expended by the Department of Agriculture were available. The first shipment of material by the Central Supply Section was made on March 1. Up to and including March 24, a total of 126 shipments have been made involving an aggregate weight of 101,351 pounds. Promptly to assemble and dispatch such a volume of material represents a tremendous task in terms of overload, but the value of the service to the using organizations can hardly be computed.

-----PRA-----

The main satisfaction--the main pleasure-- is in carrying on, in being able to accomplish results. It is a sort of translation of capacity into accomplishment that gives satisfaction of overcoming the obstacles and getting along.

-----Andrew W. Mellon.

Points of View of Others in the Field of Personnel Management

The Supervisor The vice president and comptroller of the Pennsylvania Railroad Company gives us qualifications of a supervisor: Obedience; diligence; loyalty; integrity; steadfastness; dependableness; adaptability; diplomacy; cooperation; leadership; and says that following appointment new supervisors should be carefully observed by their superiors and guided along the following lines:

1. To recognize facts as they exist.
2. To assume the individual responsibility of the position.
3. To conduct themselves at all times in such a manner as to secure and retain the respect of everyone, especially those under them.
4. To respect the opinions of subordinates and listen to their statements.

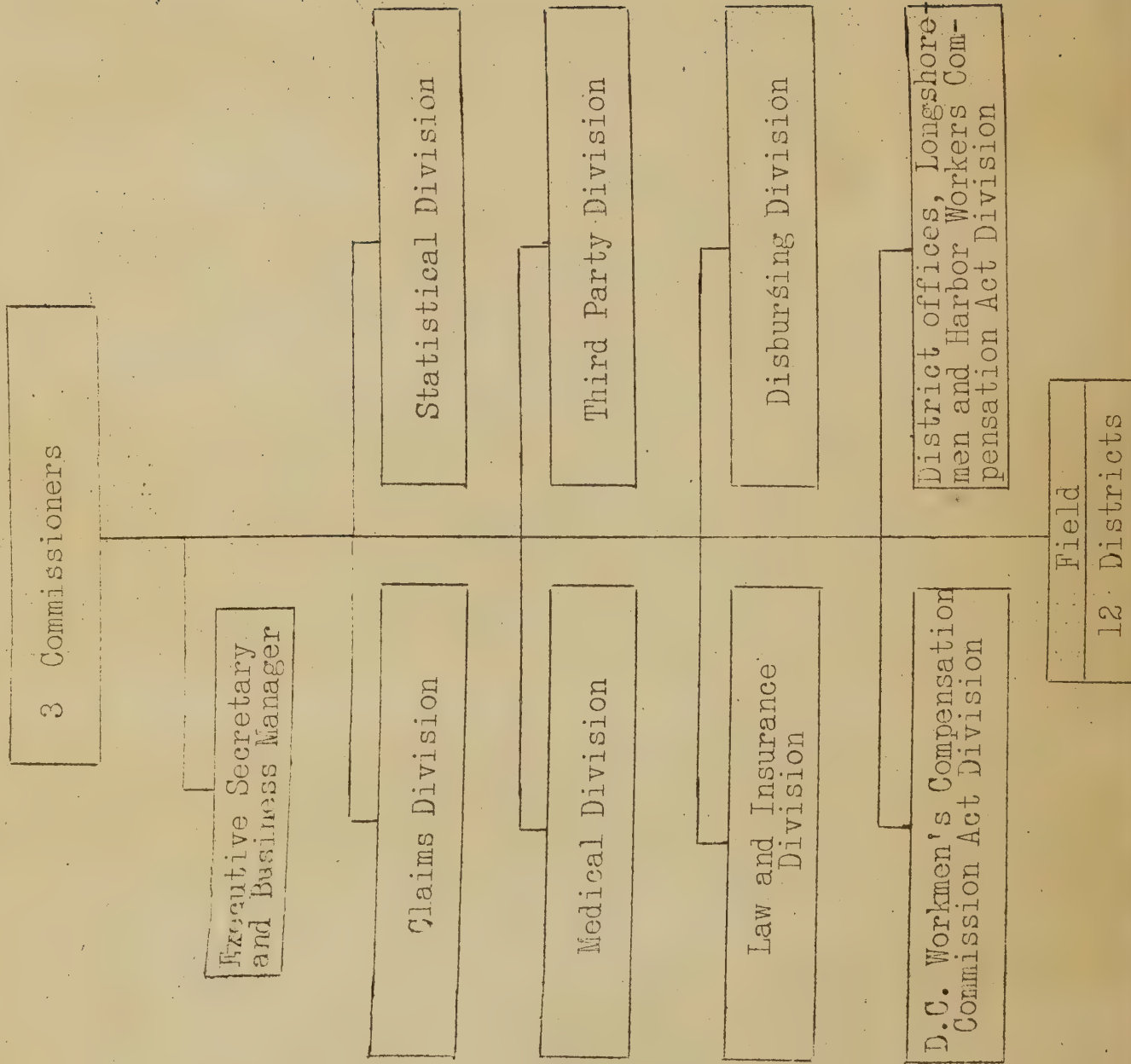
The supervisor must be thoroughly familiar, not only with that section assigned under his jurisdiction, but he should thoroughly know the complete job from inception to completion. Various devices for developing supervisors are used, such as; personnel reports on employees, supervisory conferences, preparation of budgets and a knowledge of cost statistics, the "roster" which is a monthly measure of time spent in group and individual functions, and a monthly report covering the condition of work. In the latter, supervisors are encouraged to incorporate items of interest, suggestions or any information regarding production of work. Supervisors receive a monthly bulletin informing them of the company's earnings, items relating to the work of different departments, changes in personnel, etc.

The Guardian Life Insurance Company, realizing how serious may be the wastes of the human element in business, developed a systematic personnel program. They attacked wherever waste was possible--control of the number of employees, job analysis for hiring the proper person for the job, actual hiring, training of the clerk, combining functions for more efficient operation, and rating and promotion.

Twelve Things to Remember

1. The Value of Time
2. The Success of Perseverance
3. The Pleasure of Working
4. The Dignity of Simplicity
5. The Worth of Character
6. The Power of Kindness
7. The Influence of Example
8. The Obligation of Duty
9. The Wisdom of Economy
10. The Virtue of Patience
11. The Improvement of Talent
12. The Joy of Originating

—Marshall Field & Company



Functions of the Employees' Compensation Commission

By

William McCauley, Executive Secretary,
Employees' Compensation Commission.

The United States Employees' Compensation Commission was created by the act approved September 7, 1916, providing compensation for civil employees of the United States injured in the performance of their official duties and for more than 10 years the administration of this law constituted the sole function of the Commission. This apparently has given rise to an impression in some quarters that the work of the Commission is related exclusively to the personnel in the Federal service. This, however, is erroneous, as the administration of the compensation law applicable to Federal employees is but a part of the Commission's functions and approximately two-thirds of the Commission's personnel is engaged in other work. Added duties were placed upon the Commission in 1927 as a result of the enactment by Congress of legislation extending workmen's compensation benefits to employees in certain maritime employments and again in 1928 as a result of the enactment of further legislation providing compensation for employees of private industry in the District of Columbia. The Commission, therefore, is now charged with the administration of three compensation laws, as follows:

1. United States employees' compensation act, approved September 1916.
2. Longshoremen's and harbor workers' compensation act, approved March, 1927.
3. District of Columbia workmen's compensation act, approved May, 1928.

The Commission is composed of three commissioners appointed by the President, by and with the advice and consent of the Senate, one of whom is designated by the President as chairman. The work of the Commission is administered by the Commissioners, an executive secretary, and has eight major divisions. The Commission promulgates rules and regulations for carrying out the operation of the various compensation acts and is the general authority on all questions regarding cases arising under the Federal employees' compensation acts. The personnel in Washington is composed of approximately 118 people, the field activities being divided into twelve districts, each headed by a deputy commissioner, with a personnel of approximately 62 people in the various field offices.

The Executive Secretary acts as secretary of the Commission and in general administrative particulars serves as executive officer. He has supervision of the following classes of work or divisions--

<u>Executive</u>	general office, administration, personnel and budget work,
<u>Secretary</u>	assembly and files, purchase, storekeeping and distribution of supplies, and messenger service.

The Claims Division receives all claims filed under the act of September 7, 1916, for compensation and in cases for which proper precedents have been established, determines whether compensation is payable and computes the amount to which claimants are entitled, and prepares the pay rolls therefor. The claims divisions answers general inquiries with reference to claims, conducts the correspondence necessary to perfect or close claims or determine the

<u>Claims</u>	
<u>Division</u>	

action to be taken, except correspondence pertaining to medical questions. Questions of dependency in death cases, or approximate cause in disease cases, the making of lump-sum awards, the determination of partial disability ratings, the discontinuance of compensation in long standing cases and all doubtful or questionable cases are referred to the Commission for decision.

The Claims Division also supervises the investigation of cases under the Federal Employees' compensation act. The Chief investigator in direct charge has general supervision of the investigations deemed necessary by the Commission to ascertain facts in cases in which the record evidence is not considered sufficient. He abstracts such cases, assigns them to deputy commissioners or special investigators, briefs the reports for the consideration of the Commission, and keeps all necessary records.

The Medical Division under the supervision of the medical director and two assistant medical directors detailed from the United States Public Health Service, exercises jurisdiction over medical phases of compensation cases. The principal work performed by this division is to see that proper medical treatment is furnished. It also makes the required examination of claims to ascertain the degree of continuing disability and the adequacy of medical treatment, the designation or supervision of the work of physicians and surgeons, and the audit and approval of bills for medical and hospital services under the various acts and the interviewing and occasional physical examination of claimants under the Federal employees' compensation act.

The Disbursing Office, besides performing the duties of making disbursements of compensation payable to injured employees and other beneficiaries of the Federal Employees' compensation act, disburses from the fund for maintenance of employees being rehabilitated under the Longshoremen's and Harbor Workers' compensation act and to those who sustained a second injury which resulted in total disability under the act, acts as assistant budget officer and keeps any necessary records of expenditure accounts.

The Third Party Claims Division, under the attorney of the Commission, has supervision of suits brought against third parties by employees or other beneficiaries of the Federal employees' compensation act in cases in which the injury to the employee, or his death, was caused by the negligent acts or omissions of such third party.

The Law and Insurance Division, under the chief counsel handles all matters pertaining to the authorizing of insurance companies to write insurance under the Longshoremen's and Harbor Workers' Compensation Act, and the District of Columbia workmen's compensation act, and to the authorizing of employers to become self-insurers; the answering of questions as to the construction of those acts, the preparation of formal opinions thereon; the conduct of correspondence with district attorneys as to cases under review by the courts, the preparation of briefs of the law for use of district attorneys, the advising of deputy commissioners as to the proper interpretation of the

law, the preparation of regulations pertaining to the procedure of deputy commissioners, and in many particulars has served as the supervising administrative authority over the deputy commissioners.

The Statistical Division receives all reports of injuries, codifies same, and compiles the information for publication in annual reports and Statistical Division for the studies being made by the safety engineer as to the causes of accidents and means for their prevention.

The division for the Administration of the District of Columbia Workmen's Compensation Act is under the supervision of a deputy commissioner, appointed by the Commission, who is charged with the duty of seeing that all employers in the District of Columbia have secured the payment of compensation to their employees and of issuing to them a certificate of compliance with the act. He receives reports of injuries, holds hearings, makes investigations and decides all questions as to the right of an injured employee to medical treatment and compensation, as provided by the act, subject to review by the Supreme Court of the District of Columbia.

Each of the twelve District Offices for the administration of the Longshoremen's and Harbor Workers' Compensation Act is under the supervision of a deputy commissioner appointed by the Commission under the provisions of that act. The deputy commissioner issues certificates of compliance to employers subject to the act, receives the reports of injuries sustained in their respective compensation districts, holds hearings, makes investigations and determines all questions as to the right of employees to compensation and medical treatment as provided by the act, subject only to review by the United States Federal district courts. The deputy commissioners themselves, or through investigators assigned to them, make investigations in their districts of cases arising under the Federal employees' compensation act, which may be assigned to them by the Commission.

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The head of the General Motors Company gives these important points in management:

1. Encourage individual initiative and cooperation.
2. Division of the business into small size units avoids the mistakes of the large and takes advantage of the good points of the small business.
3. Ninety-nine per cent of business activities are routine. Managing the one per cent of exception takes care of the rest.
4. Encourage your executives to make and carry out their own decisions based on sound general policies.
5. Management should come from the bottom.
6. Policies come from out of the business and are performed by the men who make them.

----By: Alfred P. Sloan, Jr.

Some Objectives for the Organization of Professional Employees

By

Dr. W. W. Stockberger,
Director of Personnel and Business Administration

The objectives which should be set up for the Organization of Professional Employees of the Department of Agriculture were discussed by Dr. W. W. Stockberger in an address before a recent meeting of the organization. He stated that in his opinion there were two major groupings for these objectives, one being those which apply more particularly to the work and welfare of the individual, and the other those which apply to the welfare or the effectiveness of the institution as a whole. The first group would contain a large class of activities, such as interest in working conditions, compensation matters, classification, leave, retirement, tenure of office, etc.

With these points in mind Dr. Stockberger discussed several matters of interest to the organization. Due to the lack of proper knowledge on the part of the public at large and of some legislators of the country, many wrong ideas have been built up about the public service. Public Legislators Not Correctly Informed In particular he made reference to pending legislation in regard to salary reduction and employment restriction, and pointed out the fact that one of the bases for the cry of salary reduction is that if salaries over \$5,000 per year were slashed 10%, there would be a saving of over \$200,000,000. In spite of this belief which seems to be prevalent, the Bureau of the Budget compiled figures which show that a 10% slash of all salaries in the government service would only save a possible \$45,000,000.

As another example of a popular misconception of the public service it was pointed out that almost everyone on the outside believes that powerful influence is necessary to secure and to hold positions within the government. This fact needs no further refutation than to point out the Civil Service Commission and its duties.

Dr. Stockberger states that his many contacts with the field service has developed the fact that many a field man thinks that he is overlooked by Washington, and is more or less of a step-child. To remedy this condition he urges the Organization of Professional Employees to include the field service and to bring about closer cooperation between that branch of the service and the departmental. Closer Relationship of Field and Departmental Services

Sections 2 and 3 of the Agricultural Appropriation Bill were pointed out as being subject to many different interpretations, and if retained in their original form, they will make it extremely difficult to carry on the field work of the Department, in which a great many temporary employees are utilized, particularly during the growing season, and will undoubtedly necessitate greatly increased work by the employees in the service. There is no doubt that the fact that there will be no promotions must be accepted and the most made of it.

Many administrators feel that an employee once on the job is there to fill only that one particular job, and there is no need for further education or training of that employee. Dr. Stockberger feels that there is a great field for further education in the training of employees, which should go a great deal further than the present graduate school maintained by the Department towards training employees not only along scientific and technical lines, but in matters of administration and organization which will fit them for more responsible positions within the Department. Similarly there is often times a lack of cooperation between administrators and the rank and file of their organization, due to a lack of understanding on the part of both groups. Every effort should be made to establish closer contacts between the employees and their administrators in order to increase the efficiency of the Department through better understanding and knowledge of the work. Many colleges throughout the country understand little about the research activities or the functions of the governmental service. Dr. Stockberger feels that much good work could be done by this organization in the promotion of a better understanding between their Department and various institutions of learning.

Training
On
Job

Within an organization of this kind Dr. Stockberger feels that there should be some code of ethics established which the various members can accept as the opinion of the majority of the members. Ethics do not come naturally to individuals. They are not born with a code of ethics, and ethical principles must be inculcated through education and training. For this reason he urges that a code be established for the Organization of Professional Workers which will stand as a criterion for its various members, and from which should come a broad influence upon the morale of the organization which will be reflected in greater effectiveness and efficiency in the service as a whole.

Urges Code
of Ethics

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AUTOMOBILE MILEAGE

"Increasing cloudiness" marks the latest phase in the development of the automobile mileage situation. To the epoch in which allowance might be expected where the trip exceeded a radius of approximately 5 miles beyond the corporate limits of the city or town in which the official station is situated there succeeded a period wherein not only were questioned journeys of much greater distance on the ground that they did not extend beyond the "district" in which the employee operated, but in A-40658, February 12, 1932, to the Department of Commerce, the first signal was given of a new doctrine. Now, that is to say, with respect to the mileage allowance, for several years ago the Comptroller General had ruled that subsistence may not be claimed for absences from official station wholly within the 10-hour period between 8 a.m. and 6 p.m.; and although this ruling has never been recognized in the Standardized Government Travel Regulations it has been consistently enforced by the General Accounting Office in the audit of accounts.

In the decision of February 12, the intimation was that mileage does not accrue within the same limits, that is where the absence does not exceed the designated 10-hour period. The assumption, however, was somewhat weakened by the closing language of the decision; "Under the decisions cited the disallowance of credit for mileage charged by the inspector for travel in his

personally-owned automobile to airports located at short distances outside the limits of his official station was correct, and, accordingly, is sustained." The audit division, however, in its action on the vouchers from the preaudit bureaus, soon began giving the ruling its broader application. Disallowances were made where the trip began later than 8 a.m. and ended before 6. And all doubt that this has become the accepted working rule seems dispelled by two relatively recent decisions, the first A-41006 of March 11, 1932, with this language: "It has been repeatedly held that absences from headquarters of 10 hours or less between the hours of 8 a.m. and 6 p.m. do not constitute a travel status. ***Where trips from headquarters are made by automobile leaving shortly before 8 a.m. and/or returning shortly after 6 p.m., the necessity for leaving and returning before such hours must be shown.*** In none of the vouchers above described were the employees absent from headquarters for such distances or during such hours as constitute a travel status, and no showing of the amount actually expended for gasoline and oil for the transportation in question is made." The last clause, it may be remarked, seems a rather clear indication that transportation by personally-owned automobile on the actual expense basis would have been permissible.

The second decision, that of March 15, 1932, A-41236, affirming an appealed disallowance by the audit division of mileage claimed by a senior meteorologist of the Weather Bureau, after repeating virtually the language already quoted as to absences between 8 a.m. and 6 p.m., concludes as follows: "Based upon the order issued it is apparent that you were to perform headquarters duty, and regardless of the distance traveled between the two points, or written authorization for transportation on a mileage basis, you were not in a travel status, and accordingly not entitled to be paid mileage."

At this writing, therefore, the situation may be thus summarized: No mileage accrues unless subsistence charges might also be claimed if incurred. Assuming that subsistence is claimable, i.e., travel ending after 6 or beginning before 8, the question of the length of the journey in miles needed to establish the so-called "travel status" is problematical.

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Bad times are good times for the development of new ideas, improved methods and new business. When things are slack, opportunity is afforded for work in the laboratory of the brain and the laboratory in the factory and the research department is put on its mettle. Bad times are also good times to take a mental inventory of everything pertaining to one's business, to study the lesson that experience should have taught and to take a look into the future as far as our too-limited human intelligence will permit.

Cooperative Observers of the Weather Bureau

By

William Weber

Junior Administrative Officer, Weather Bureau

The climatological service of the Weather Bureau occupies a unique position among services of the Federal Government in that the preponderance of the great mass of meteorological data comprising the climatology of the United States and its possessions is based upon observations taken, recorded and reported by approximately 5,000 cooperative observers who serve without monetary remuneration. The material furnished by them is, of course, augmented by observations of greater complexity and detail made at the Bureau's more than 200 regular stations manned by paid employees.

In practically every county in the country there is one or more cooperative weather observers. It is the policy of the bureau not to establish cooperative stations less than 25 miles apart. Each cooperative station is furnished with maximum and minimum thermometers, an instrument shelter, in which the thermometers are exposed, and a rain gage. This equipment is preferably exposed in an open space over sod, or on a house top. The observations, which are made daily, usually about sunset, consist of maximum and minimum temperatures; precipitation (rainfall or snowfall); the prevailing wind direction; the state of the weather (the general character of the day from sunrise to sunset); and other miscellaneous phenomena such as frost, coronas, thunderstorms, tornadoes, and auroras. These daily observations are entered on forms furnished for the purpose. When a calendar month of record is completed, the form is mailed to the Climatological Section Center of the state in which the station is located.

Cooperative Weather Ob- servers Sta- tioned Through- out Country

The loyalty and conscientiousness to duty of these voluntary observers is beyond anything that one has any reason to expect. Certainly too much can not be said in their praise. The only plausible explanation of the incentive that actuates them to carry on day after day, and year after year, is that some are interested in the weather as a hobby, and others are of a scientific turn of mind; but with the majority it is probably the urge of public spirited citizens to contribute in some measure for the benefit of their communities and the country at large. In other words, it is their means of contributing their part to the efficient operation of an activity conducted by a branch of their Government. It is fortunate for the bureau and the country at large that this is so because they render a character of service that would be difficult if not impossible to obtain for ordinary monetary compensation. The value of the service contributed by these people can not be stressed too much. The Annual Report of the Chief of the Weather Bureau, and the monthly and annual summaries of the several sections of the climatological service of the bureau contain more or less complete summaries of the observations, and through their wide dissemination the public is furnished extensive and reliable data concerning the peculiarities of climate in every section of the country. Besides the records mentioned above, the observers furnish reports that form in part the basis of the Weekly Weather and Crop Bulletin, which gives prompt information as to weather and crop conditions during the principal growing season. The publications in which the cooperative observer's records appear are constantly consulted by persons in practically

Service of Vol- untary Observers Invaluable

every walk of life, seeking information regarding climatic conditions from the most authoritative sources.

As the value of a meteorological record increases with the length of the period covered, continuity of record is of the utmost importance. Here again the bureau is fortunate in the type of people who constitute its army of cooperative observers. Long and continuous service is the rule rather than the exception. To illustrate this phase of the service, and to provide human interest stories that serve to depict the faithfulness and loyalty of the cooperative observer as a class, the following examples are extracted from reports submitted by the Section Director of the State of Illinois:

The Loyalty and Faithfulness of the Cooperative Observers

One of the oldest continuous original records on file at the Illinois Section Center is that begun by the late Dr. J. O. Harris and continued by his daughter, Emily H. Merwin, of Ottawa, Illinois. Dr. Harris, who was born in the State of New York in 1828, served in the Civil War as an assistant surgeon. His labors in the meteorological field date back to 1853 when he acted as a correspondent for the Smithsonian Institution. Dr. Harris served as a cooperative observer from 1870 until his death in 1905, when his daughter succeeded him and served for several years.

Dr. Frederick Brendel, who came to this country from Bavaria in 1850, began records of temperature and rainfall, at Peoria, in December, 1855, and continued practically unbroken for 50 years. His services terminated in 1905 when a regular station was established at Peoria. Dr. Brendel was an excellent physician, a botanist of note, a man of scientific tastes, and of deep devotion to his work. It is related of him that while lying seriously ill and apparently unconscious he would rouse regularly about the observation hour and direct the nurse to read the thermometers.

The most remarkable record in Illinois is that of John West James in Riley Township near Marengo. Mr. James began his work as cooperative observer for the Smithsonian Institution in 1860 and continued almost without interruption until his last illness in 1917, thus completing a gratuitous service of 57 years. Mr. James was a student of astronomy and meteorology, and his weather reports were considered practically infallible.

It is not believed that there is anywhere a large body of people that produces work of higher quality than the corps of cooperative observers of the climatological service. The Bureau is justly proud of them.

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No task is too trivial to be well done. Progress lies not in the nature of the work we do, but in the manner in which we do it. Any job offers possibilities far beyond the most distant dreams of the worker. Why? Because every man places the trademark of his hand and grain upon the result of his work, and the searchlight of business is constantly seeking out those who are thorough, reliable, sincere and loyal.